



# Fundamental Measures for Juvenile Justice

What are you measuring?

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# Sharing data throughout the JJ system





### Why is it so difficult?

- Different goals and metrics
- Different languages
- Different information systems
- Little incentive to do so
- Limited understanding of each other's capabilities and skills
- Result:
  - Confused youth & families
  - Unnecessarily difficult system navigation
  - Duplication of exclusion of services
  - Delays in services or poor outcomes
  - Avoidable costs









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- Points of view or opinions expressed are those of the presenter and do not necessarily represent the official position or policies of OJJDP, NIJ, or the U.S. Department of Justice









- OJJDP invested in improving juvenile justice data and increasing its consistency across states and localities
- Improve national data through uniform and systematic improvement of local data collection, use, and analysis
- Develop model measures and analyses to monitor trends and assess the efficiency and effectiveness of juvenile justice systems
- Provide guidance to the field on the data elements and coding categories required to calculate the model measures





# Juvenile Justice Model Data Project—Project partners





















Plus a workgroup of six system stakeholders and juvenile justice experts





# Is EVERYONE focused on the same things? Is ANYONE focused on the same things?



Police	Prosecution	Defense	Detention	Court	Probation	Providers	Residential
Comm. Safety Arrests Clearances	Comm. Safety Adjudications Pleas	Protecting rights Collateral conseq Youth participat	Security Safety Control	Due Process Timeliness Rules of evidence	Comm. Safety Surveillance Behav change	Diagnosis Treatment Services	Safety Programming Rehabilitation
Cost Community Safety Fairness Effectiveness Youth wellbeing Positive youth outcomes Victim restoration							







# Comparing dependency court and JJ frameworks



# Dependency CPMs

- 30 overall measures
- 9 tagged as core measures
- 62 data items or ingredients
- Implementation guide

# Juvenile FMJJs

- 86 measures
- No tagging of core measures
- 40 youth and case characteristics
- Self-assessment tools online









•1 How many youth are involved in various stages of the

system?

- •2 What are the key characteristics of the youth involved?
- •3 How did the youth become system involved?
- •4 How did the youth move through the system?









- •5 Is the system fair?
- •6 How do youth change while in the system?
- •7 Does the system meet the needs of youth, their families, and the community?
- •8 What was the experience of youth in the system?
- •9 How much does it cost?





#### **Fundamental Measures**

The Fundamental Measures present model data elements and methods for quantifying critical components of the juvenile justice systems. The measures were developed with input from organizations representing all sectors of juvenile justice — from law enforcement through the court process and juvenile corrections — with the intention of improving national juvenile justice data through uniform and systematic improvement of local data collection, use, and analysis.

#### Explore the measures in two ways:

#### **Key Questions**

The Fundamental Measures are built on a framework that focuses on ten core questions for juvenile justice systems to answer.

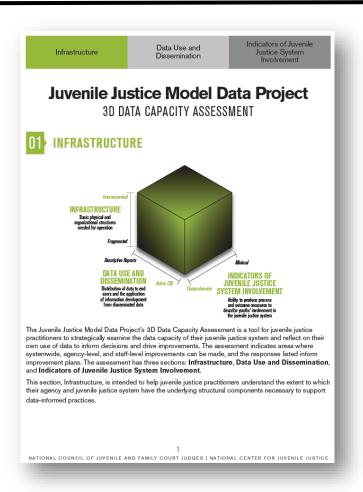
- > 1 How many youth are involved in various stages of the system?
- > 2 What are the key characteristics of the youth involved?
- > 3 How did the youth become system involved?
- > 4 How did the youth move through the system?
- > 5 Is the system fair?
- > 6 How do youth change while in the system?
- > 7 Does the system meet the needs of youth, their families, and the community?
- > 8 What was the experience of youth in the system?
- > 9 How much does it cost?
- > 10 What are the long-term measures of success?

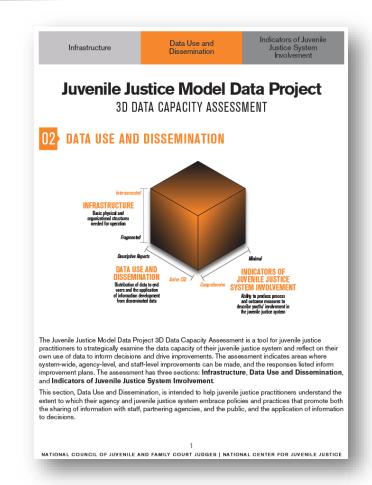
#### Juvenile Justice System Sectors

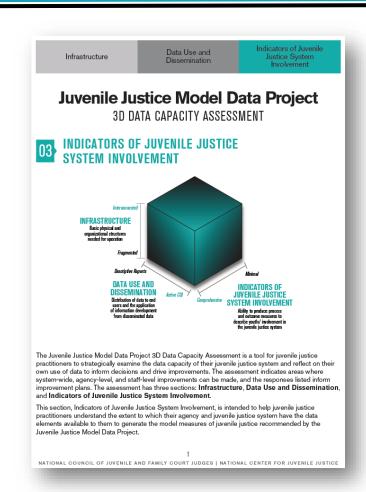
The juvenile justice system is comprised of several different agencies, each with a distinct role and mission. These agencies may vary in their responsibilities and the degree to which they intersect from state to state, but each one interacts with youth and their families. Many of the Fundamental Measures require information sharing between the distinct agencies.

- > Law Enforcement
- > Detention
- > Court Processing
- > Probation
- > Placement
- > Reentry
- Community Providers

# Assessing data capacity-3D Data Capacity Assessments







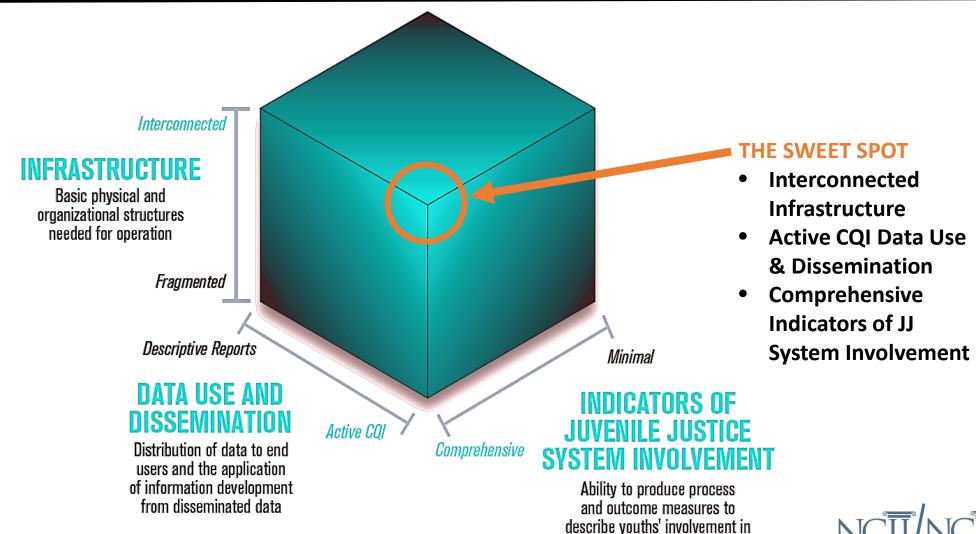






# 3 Dimensions of Data Capacity





the juvenile justice system









Infrastructure can be viewed through four lenses:

- 1. Leadership The collection and use of data are supported by leadership in each juvenile justice-related agency, <u>and</u> there is a shared sense of purpose to use data to improve outcomes for youth and families.
- 2. Vision There is a locally developed strategic plan that guides practice with clearly defined goals and measureable benchmarks.
- **3. Technology** There are sufficient data collection systems that allow agencies to extract data, share information, and work together to drive improvements.
- **4. Skills/Training** All staff are trained to collect, use, and understand data, and are trained in the importance of making data-informed decisions.









## **SYSTEM QUESTIONS**

## **AGENCY QUESTIONS**

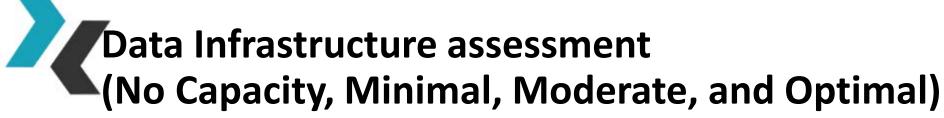
## PERSON QUESTIONS

Do you and/or your coworkers understand what data exist regarding the agency's performance and where to find it?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not	We do not	We understand who	We understand where	We understand what
know/	completely	can answer questions	to find information	data exist, where to
Unsure	understand	about the agency's	about the agency's	find it, and use it on a
	the data that	performance	performance, but rarely	regular basis
	are available		access it	
	to us or where			
	to find it OR			
	data are not			
	available			









### **Optimal examples:**

- System: Collaboration Across Agencies Regular, formal collaboration among all agencies is identified as central to the juvenile justice system.
- Agency: Agency Data Sharing There is a shared database that allows for data sharing among agencies and/or we routinely access a data warehouse with at least one other agency.
- Person: Use of Data We understand what data exist and where to find them, and we use them on a regular basis.









Data use & dissemination and continuous quality improvement are cycles that should be supported by policy and practice. These cyclical processes involve the following aspects:

- 1. Assessment Analysis of current practice and performance as it relates to serving youth and families in the juvenile justice system.
- 2. Planning Developing a plan to improve service delivery by setting achievable performance measures or benchmarks.
- 3. Monitoring Reassessing practice and performance, based on agreed upon benchmarks.
- **4.** Improvement Implementing improvements and beginning the process of assessment again.









## **SYSTEM QUESTIONS**

### **AGENCY QUESTIONS**

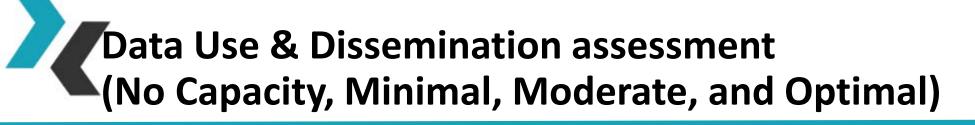
## PERSON QUESTIONS

Do you and/or your coworkers receive reports on overall agency performance?

_				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
know/ Unsure	We do not receive reports on agency-wide performance	We can request reports on overall agency performance	, ·	We can access up- to-date information on overall agency performance as needed
	Periormance			









### **Optimal examples:**

- System: Overall Juvenile Justice Decisions Data are a key component in these decisions and are readily available to decisionmakers.
- Agency: Performance Measures We have a documented set of performance measures and we routinely calculate and use them.
- Person: Data-Supported Feedback I receive feedback supported by data on a continuous basis.









It is beneficial to think about system involvement in three inter-related ways:

- 1. Counting The number of youth involved at various points of the system as well as the number of key system processing events including arrests, admissions to detention, juvenile referrals to court, and dispositions
- 2. Responses Describing the timeliness and equity with which the system responds to youth behavior
- 3. Results Identifying the ways in which youth change both while involved with the system and after their involvement







# Indicators of JJ System Involvement assessment



## **SYSTEM QUESTIONS**

### **AGENCY QUESTIONS**

To what extent is your agency able to report on these key demographic characteristics?

- Age

Involvement with other systems

- Sex

Current living situation

Race/Ethnicity

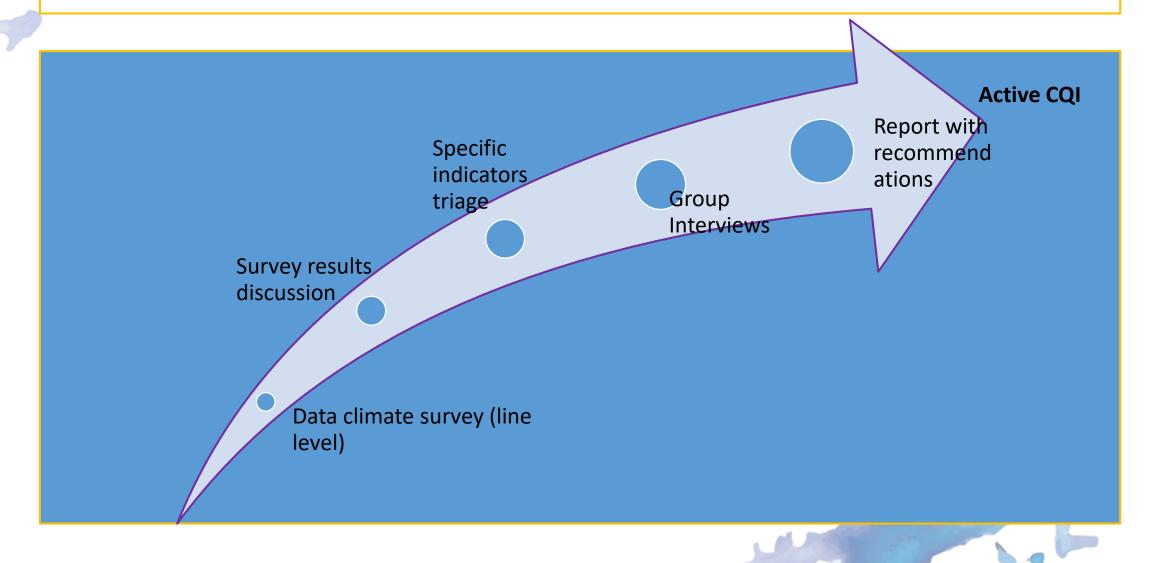
- Academic performance

Residence

- Employment status
- Prior involvement in justice system

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL		
I do not know/ Unsure	We do not collect the data elements necessary to report measures based on demographics	We report measures by age, gender, and race/ ethnicity	We regularly report measures by at least five of the characteristics listed	We regularly report measures by all characteristics listed		

# Juvenile Justice Data Capacity Assessments





# Fundamental Measures-Lessons Learned



- 3D Assessment field tested in two jurisdictions during 2018, and modeled data capacity assessment reports.
  - Davidson County (Nashville) Tenn.
  - Idaho
- Each jurisdiction had strengths upon which to build.
  - Nashville flexible local primary data system but limited research and planning support
  - Idaho flexible state data system with state level R&P but limited resources for local integration
- 4-5 Overarching recommendations for each jurisdiction.









- Understand the priority of data needs: master the art of "small data" before you worry about "big data"
- Don't let the perfect be the enemy of the good: Even if you don't have "all the data," you need to identify and prioritize the "highest value" data needed for optimal performance







# **Current Initiatives**



#### Two OJJDP-Funded Second Chance Act Awards:

- Dennis M. Mondoro Probation and Juvenile Justice System Enhancement Project.
  - Robert F. Kennedy National Resource Center for Juvenile Justice & NCJJ
- The Improving Juvenile Reentry Programs' Data Collection, Analysis, and Reporting project
  - Performance-based Standards Learning Institute & NCJJ







# Dennis M. Mondoro Probation and Juvenile Justice System Enhancement Project



- 3D Assessment modified to focus on the FMJJ probation sector
- 3 Cohort 1 Jurisdictions (completed Summer of 2019)
  - Lancaster County (Lincoln) NE
  - Fairfax County, VA
  - Clark County (Las Vegas) NV
- 3 Cohort 2 Jurisdictions (in progress)
  - Greene County (Springfield) MO
  - Dutchess County (Poughkeepsie) NY
  - King County (Seattle) WA







# Improving Juvenile Reentry Programs' Data Collection, Analysis, and Reporting project



- Four jurisdictions recently completing DCAs in the reentry sector
  - Connecticut Judicial Branch Court Support Services Division
  - Fulton County (GA) Juvenile Court
  - Iowa Department of Human Rights, Division of Criminal and Juvenile Justice
  - Planning; and Travis County (TX) Juvenile Probation Department
- Two jurisdictions completing DCAs in the juvenile dependency (CPM) sector
  - Orange County California



Greene County Missouri first to take on dependency court DCA and Juvenile Justice







# **Emerging Lessons**



- The 3D Assessment is challenging to self-administer but a motivated jurisdiction can do it
- It is useful to focus on segments of the FMJJs
- A continuum of data capacity is emerging across an emerging national network of sites RFK and NCJJ has worked with
- Opportunities for peer network sharing and learning
  - Weekly Performance Dashboards (content and tech)
  - Operationalizing new workflows (e.g., incentives and sanctions)
  - Data analyst positions and unit descriptions
  - Mobility solutions
- Pandemic increasing interest/need for DCA and virtual formats. Clackamas County Oregon took the 10 FMJJ questions and the 3D Assessment





# **Overcoming Data Challenges**



- Survey in-house talents in data tracking and set a unifying goal such as an annual statistics report
  - Story from the field— Calcasieu Parish Louisiana http://www.ncjj.org/pdf/MFC/DataDrivenCalcasieuParishExperience Final 1142014.pdf
- Consider a data analyst position—find example of position descriptions
- Outreach to local universities and programs that have an interest in applied criminal justice research
  - Jeffrey Butts.net How to survive your research partner https://jeffreybutts.net/2019/02/01/researchpartner/
- County or court IT
- Non-profit boards with the ability to fund raise to help pilot data solutions and document the impact—increased efficiencies
- Low cost (non-profit rate) add-on systems to track essential missing items (substance over frills).





# Encouraging data use: 5 Ways You Can Use Data series

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

### **5** Ways Law Enforcement Agencies Can Use Data on Juveniles

Improve

Collaboration between law

justice agencies is critical to

risk level and criminogenic r

youth. Information sharing is

that law enforcement contril

efficient use of community r

law enforcement and the juy

and the mission of juvenile j

agencies can share informa

inform charging decisions a

Law enforcement agencies are a valuable, and often overlooked, partner in the Law enforcement officers have an important job in keeping the public safe, w discretion in how they deal with youth alleged to have committed a crime. La weigh factors such as community safety, offense seriousness, and a prior off whether to arrest or if diversion is suitable. Data summarizing crimes that cor law enforcement and law enforcement responses to criminal behavior can be monitor performance of our justice system, and provide a starting place for u door of the juvenile justice process. Here are five important ways that law en

#### Understand juvenile crime in the community

Law enforcement officers collect data on specific crimes in the community for investigative and prosecution purposes by the very nature of their job; however, law enforcement agencies are increasingly embracing a data-informed approach in their overall crime-reduction strategy (Bahney, et al., 2014). There is a movement to become more rigorous about using data to identify crime trends and neighborhood hot-spots (Roberts & Lissey, 2013). Advances in automation have supported law enforcement's ability to understand crime in their communities by demographics such as age and offense (Roberts, 2013). Understanding patterns of juvenile crime in a community can support the law enforcement agency's strategic plan and tactics and also help community partners develop and support targeted prevention strategies

Law enforcement officers want to respond to youth law violating behavior in a timely and is integral to informing responses. In recent years, some communities have developed stri

#### Manage deployment of scarce resources

tools to inform officer discretion when addressing a juvenile's behavior. The officer enters The juvenile court exists not only to hold youth prior arrests, and the tool provides guidance on the most appropriate response. Some jur accountable, but also to support them to grow into assessment centers where law enforcement can take juveniles alleged to have committee productive, law-abiding adults. It's impossible to know by juvenile justice professionals. The data collected through those assessments helps the whether policies and practices are resulting in positive match the juvenile to the appropriate response or service. Such processes are examples outcomes for justice-involved youth without collecting address juvenile crime and strategically invest resources.

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION JUVENILE JUSTICE MODEL DATA BRIEF

## **5** Ways Juvenile Court Judges Can Use Data

Judges use information every day to inform decisions about individuals or cases, but not all judges apply that same information to making decisions about the practices in their courtroom or jurisdiction. For example, judges use information about an individual youth's educational status to determine appropriate services for that youth, but may not compile education data for all court-involved youth and look for patterns. This information helps to direct resources and system improvement efforts and to set baselines for evaluating policy or practice changes, Data collected in courtrooms every day can be aggregated and viewed differently to paint a picture of what is happening in that court and community. Here are five important ways that judges can use data:

#### Align decisions with evidence-based practices

2008). Formal information's Judges want to support the best interests of youth who allow for a two-way exchang come before the court, but how can they be sure that their court's procedures align with what research says both the primary responsibil works? Data can describe a court's overall functioning, replacing anecdotes with objective answers. For example, research has shown that courts achieve better outcomes when they divert low-risk, first-time offenders. enforcement can provide ini Looking at the number of youth eligible for diversion justice system case planning by age, offense, and diversion decision helps judges see how many and which type of youth are eligible for and receive diversion as well as which type of youth are eligible but are not being diverted. This information allows judges to objectively assess whether their routine decision making aligns with evidence-based practices.

#### Support positive outcomes for kids

and analyzing data. Data collected from assessments and interviews with the youth and family can inform court decisions and data shared by partnering agencies, like schools and community providers, can help judges understand how youth change as a result of interventions and see if the court is achieving its goals. Understanding which youth succeed in which programs can help judges match youth with the response that is likely to produce

#### **Identify opportunities** for improvement

Looking at the same measures over time can point to processes that could be improved, identify potential solutions and set baselines. Data empowers court staff and stakeholders to suggest opportunities for new policies or practices that may be more efficient, lead to better outcomes, or ensure fairness. Anecdotal evidence might start the conversation, but objective data helps to direct efforts in the most impactful and efficient way. By using data to identify opportunities for improvement judges can be sure that their often limited resources are

"In many cases, I use data to educate the community to better understand what issues and challenges we see every day in my courtroom. I can describe my court's processes with data. I can explain in depth the children who come through my courtroom, what their demographics are, what offenses they committed, the challenges they are facing, the variety of services they require, and the complexities of decisions I make. This information is critical to have as I describe the intricacies of juvenile justice needs not only in my court but throughout Ohio. Finally, data collection is critical as our court applies for national, state and local funding to meet the needs of the children and families that we all serve."

#### NCJECJ PRESIDENT MONTGOMERY COUNTY JUVENILE COURT. OHIO

OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

### Ways Juvenile Probation Administrators Can Use Data

Juvenile probation agencies use data every day to help them to develop case plans for holding w accountable, protecting the community and promoting positive outcomes. The same information to make decisions about individual youth can be aggregated to help juvenile probation administra improve practices and monitor system improvements. Collecting, analyzing, and reporting on key performance measures helps juvenile probation agencies be accountable to those they serve including youth and families, the community, and their partners in the justice system. It can also h administrators ensure their practices are efficient and effective. Here are five important ways that invenile probation administrators can use data:

#### Support positive outcomes for youth

e primary purposes of juvenile probation is ort youth to become productive, law-abiding Often, this is measured by subsequent (recidivism); however, opportunities exist to e positive changes that youth may experience er supervision, such as progress in education, g employment skills, or decreasing criminogenic cting output and outcome information about ming delivered both by probation staff and nity programs can help probation administrators hether the programming is resulting in positive

#### Ensure youth on probation are treated fairly

an enduring issue in the juvenile justice and juvenile justice professionals are not only and with fairness pertaining to youth entering em, but also with the equity of how youth are ithin the system. Juvenile probation agencies data related to responses to technical as and other conduct issues to ensure that tuations are handled similarly, without bias race and ethnicity, sexual orientation or entity, religion, or social class. Reviewing data responding to negative behavior can illustrate a specific type of youth is receiving harsher s than other youth who exhibit similar behavior.

#### Implement evidence based practices

Research supports that matching youth to service that respond to their risk level and individualized leads to improved outcomes (Andrews & Bonta, 2010; Vieira, Skilling, & Peterson-Badali, 2009) benefit cannot be attained without collecting da assess a youth's risk to reoffend and individual r outcomes, such as subsequent offending.



data is about being accountable. It is not just demonstrate to elected officials that we are e and programming options. using the taxpayer dollars we receive. Data he Court determine whether or not we can be tr to deliver on the expectations of the Court's c Data is about being transparent with the com members regarding the degree to which our : safety. Data increases hope in youth and part

Juvenile correctional facilities are designed to hold youth based practices and protocols we implement experience greater job satisfaction.



OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION HIVENILE HISTICE MODEL DATA BRIEF

#### Ways State Juvenile Correctional **Administrators Can Use Data**

The field of iuvenile corrections has experienced numerous improvements over the past few decades. Much has changed as the field has embraced evidence-based practices and focused on the delivery of treatment and other services to improve youth and system outcomes. Juvenile correctional administrators rely on accurate and timely data to ensure facility practices and operations reflect evidence-based practices and are aligned with their rehabilitative missions. For example, knowing criminogenic risk levels and needs of youth can assist with individual treatment planning, while the same data in the aggregate can help plan the range of services available to youth. Knowing the proportion of youth who reoffend or return after release provides administrators with a measurable outcome to assess performance and make improvements. Here are five important ways that juvenile correctional administrators can use data:

#### Ensure safety of youth and staff

and maintaining a continuum of effective service. Juvenile correctional administrators are responsible for address specific risks and needs. In the aggregathe safety and security of the youth and staff in their data collected from risk/need assessments can facilities. Safe facilities allow youth and staff to focus agencies understand the risk and need profile fc on achieving treatment and rehabilitation goals. Juvenile youth under supervision. This big picture helps t correctional administrators can collect and analyze data agency ensure that they have the necessary arra on assaults and injuries to monitor facility safety and services, informs validation of risk/need assessn the use of isolation and restraints to gauge the overall tools, and will later assist in interpreting long ter quality of life for those living and working in the facility. For example, knowing the duration and type of isolation events or the frequency and reason for use of restraints can help administrators understand the nature and extent of these practices and inform decisions regarding what we do, but how well we do it. Data help staffing levels, supervision practices, staff training needs,

#### Demonstrate services are benefiting youth

the invente justice system can help them. Fin accountable while providing programming options to also helps our staff have confidence in the ev develop pro-social skills. Data on services completed by youth and demonstrable behavior changes can help administrators determine if services are benefitting youth. For example, analyzing data on academic achievements of youth, such as progress in literacy and math, can PROBATION DIRECTOR BANNOCK COUNTY, IDAHO provide administrators valuable information about the facility's educational services. Similarly, knowing the proportion of youth who participate in and complete treatment, as well as those who demonstrate acquired skills and behaviors can help determine whether treatment options are meeting the needs of the youth.



#### Ensure fair practices

Youth who believe that they are treated fairly by juvenile correctional facilities show a reduction in system involvement and antisocial activity (National Research Council, 2013), Therefore, correctional administrators have a keen interest in ensuring facility practices are fair and that rules are applied equally to all youth, Data can support these efforts. For example, surveys administered to youth and families can provide insight into their experiences and perceptions of fairness. Looking at the frequency of disciplinary actions or incentives given for good behavior by youth characteristics (e.g. race) can provide administrators more information on how often and consistently these practices are used and serve as a means to monitor, evaluate, and influence positive facility culture change.



Juvenile justice has become data-driven. We use historical placement and length of custody data along with offense and risk-level data to create profiles of the uveniles we see in custody and what worked best in the past. We apply that information for service planning with commitments. Placement and length of custody are determined from recidivism data while still allowing for professional discretion from our knowledgeable clinical supervisors. Additionally, we've noticed an increase in juveniles with trauma and using that data we've created the Trauma Informed Care Initiative to teach staff how to work with juveniles that have experienced trauma. We use data to make informed decisions to give the juveniles the best opportunities to become productive citizens.



SHARON HARRIGFELD DIRECTOR, IDAHO DEPARTMENT OF JUVENILE CORRECTIONS





# Lancaster County, Nebraska: Data and Outcomes

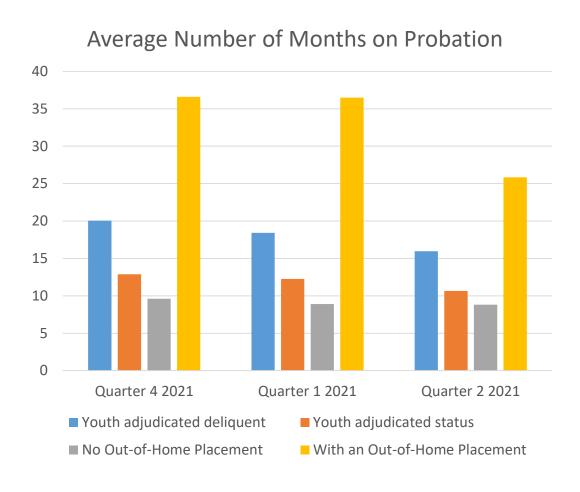


## Lancaster County, Nebraska (District 3J) Outcome Goals





# Lancaster County, Nebraska (District 3J) Outcome Goals



#### Supreme Court Definition of Recidivism:

- (1) As applied to juveniles, recidivism shall mean that within 1 year of being successfully released from a probation or problem-solving court program the juvenile has:
  - (a) an adjudication pursuant to Neb. Rev. Stat. § 43-247(1) or (2).
  - (b) for a juvenile 14 years or older, a final conviction for a Class W misdemeanor based on a violation of state traffic laws or ordinances of any city or village enacted in conformance with state law; or
  - (c) a prosecution and final conviction as an adult for any crimes set forth in subsection above.
- (2) For juveniles that age out of the juvenile system within 1 year of program exit and who did not recidivate post-program as juveniles, the adult definition of post-program recidivism, including any drug-related or alcohol-related conviction, shall apply.

#### • Recidivism Rate in Lancaster County:

Q4 2020: 24%Q1 2021: 19%Q2 2021: 18%





Fundamental Measures for Juvenile Justice and 5 Ways to Use Data Briefs <a href="https://www.ncjj.org/fmjj/">https://www.ncjj.org/fmjj/</a>

Online 3D Self Assessments:

Infrastructure:

http://www.ncjj.org/pdf/Model%20Data%20Series/NCJFCJ MDP 3D Infrastructure Final.pdf

Data use and dissemination:

http://www.ncjj.org/pdf/Model%20Data%20Series/NCJFCJ MDP 3D DataDissemination Final.pdf

Specific measures:

http://www.ncjj.org/pdf/Model%20Data%20Series/NCJFCJ MDP 3D DataDissemination Final.pdf

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